

424215

417711

RETAIN OR DESTROY

25X1A9a

P+1

THE JOINT INTELLIGENCE GROUP, JOINT STAFF

Lecture By

Colonel Wendell G. Johnson, U.S.A.

at

National War College

Wednesday, 25 January 1950

~~RESTRICTED~~

THE JOINT INTELLIGENCE GROUP, JOINT STAFF

GENERAL BULL, MEMBERS OF THE FACULTY AND STUDENT BODY,
GENTLEMEN: It is an honor for me to be here representing the
Joint Intelligence Group and its chief, Brigadier General
Meggie, the Deputy Director for Intelligence of the Joint Staff.

When the Director of the Joint Staff addressed you, he
described the over-all organization and mission of the Joint
Chiefs of Staff and of the Joint Staff, and also told you how
the Joint Staff as a whole performs its functions within the
JCS structure.

You will recall that the Joint Staff is composed of three
groups - Strategic Plans, Logistics Plans, and Intelligence
which function under supervision of the Director and the three
Deputy Directors.

(CHART I - JCS ORGANIZATION)

Each of these performs the staff work and drafts the plans,
estimates and policy papers for consideration of the respective
JCS committees which are responsible directly to the Joint
Chiefs of Staff.

JIC/JIG

This morning I shall discuss the organization of the
Joint Intelligence Committee and the Joint Intelligence Group,
their functions and procedures, and their relationships with
the Central Intelligence Agency, the departmental intelligence
agencies, and other JCS agencies. I shall also discuss the
various types of joint intelligence estimates and studies and
the status of intelligence planning.

The JIC charter states that the Joint Intelligence Com-
mittee, assisted by the Joint Intelligence Group of the Joint
Staff as its corresponding working group, is the agency

~~RESTRICTED~~

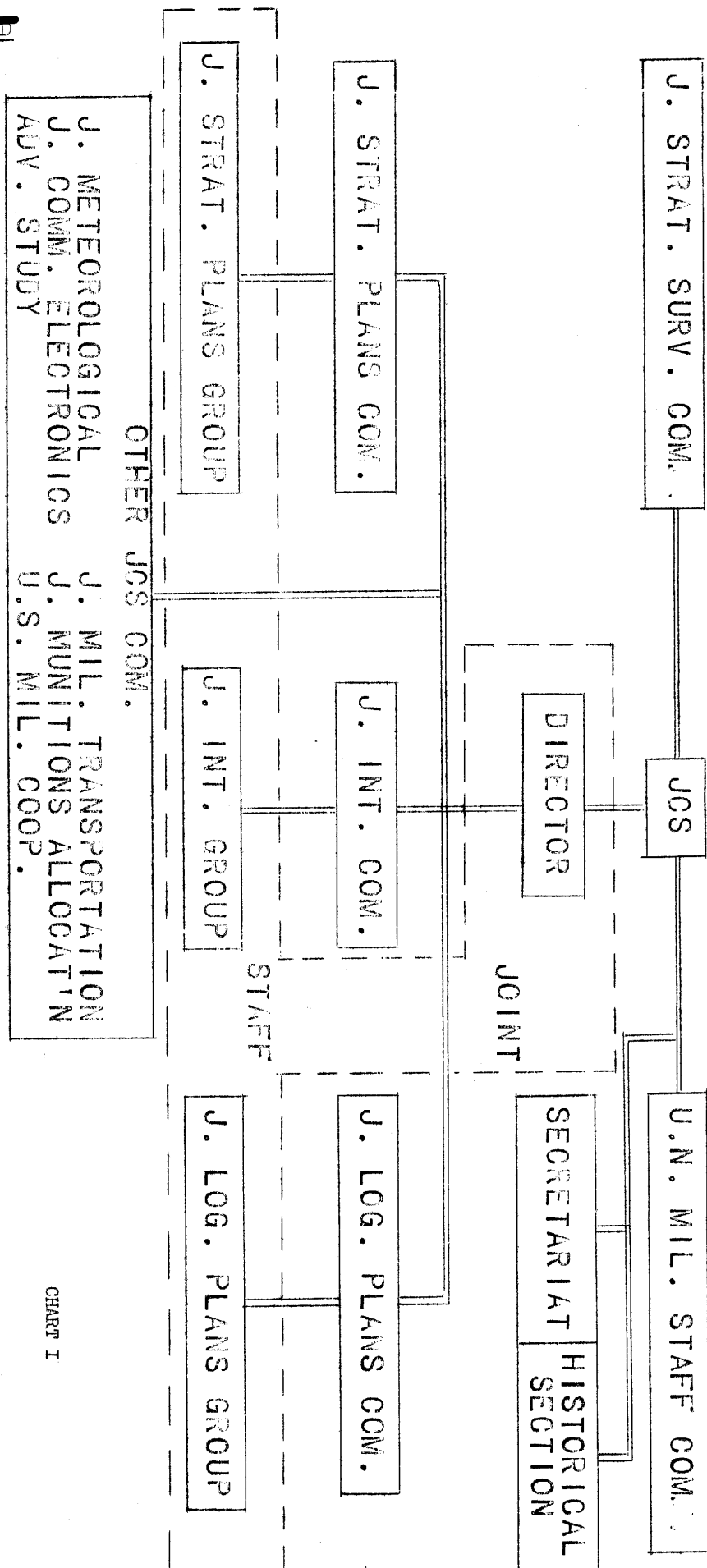


CHART I

~~RESTRICTED~~

~~RESTRICTED~~

of the Joint Chiefs of Staff charged with the preparation of joint intelligence estimates, coordination of photographic, mapping and charting activities of the Department of Defense, and with the formulation and coordination of intelligence and security plans and policies insofar as they pertain to matters for which the Joint Chiefs of Staff are responsible.

The Joint Intelligence Committee consists of:

The Director of Intelligence, General Staff, U. S. Army, Major General Irwin;

The Director of Naval Intelligence, Rear Admiral Felix Johnson;

The Director of Intelligence, U. S. Air Force, Major General Cabell;

and the Deputy Director for Intelligence of the Joint Staff, Brigadier General Megee, U.S.M.C.

In other words, the Joint Intelligence Committee consists of the chiefs of each of the three military intelligence agencies, Army, Navy and Air Force, together with the Deputy Director for Intelligence of the Joint Staff.

The three departmental chiefs of intelligence have their own respective staffs to prepare for them the reports, estimates, plans, studies and other papers that are departmental in nature. Collectively, as the Joint Intelligence Committee, they also require a full-time working staff to prepare the joint intelligence estimates, reports, plans, and policies which are required of the Committee as the intelligence agency of the Joint Chiefs of Staff. The Joint Intelligence Group of the Joint Staff performs this staff function.

The fourth member of the Joint Intelligence Committee, the Deputy Director for Intelligence of the Joint Staff, is the chief of the Joint Intelligence Group. He assists the Director of the Joint Staff by supervising and coordinating the work of the Group, and in closely linking the parent committee

~~RESTRICTED~~

~~RESTRICTED~~

with the Group and with other JCS agencies. As will be shown later, he is also the representative of the Joint Staff on several high level committees.

JIC FUNCTIONS

Specifically the JIC is charged by the Joint Chiefs of Staff with: Preparing joint intelligence estimates for the Joint Chiefs of Staff and their subordinate planning committees; formulating and coordinating intelligence and security plans and policies of a joint nature; acting on joint matters of security classification and codes; coordinating photographic mapping and charting activities of the Department of Defense; and giving maximum support to coordination of government intelligence activities and the integration of departmental intelligence into national intelligence through the medium of the Intelligence Advisory Committee and Central Intelligence Agency.

JIG FUNCTIONS

The functions of the Joint Intelligence Group are complementary to those of the Joint Intelligence Committee, namely to:

- a. Procure intelligence for the Joint Staff (from military and other governmental sources).
- b. Integrate intelligence received from all sources and prepare joint intelligence estimates, as directed by the Director or by the Joint Intelligence Committee, or as requested by other Joint Staff groups, or on its own initiative.
- c. Assist the JIC in the formulation of intelligence and security plans and policies within JCS jurisdiction.
- d. Give maximum support to the coordination of government intelligence activities through the medium of the Central Intelligence Agency.

~~RESTRICTED~~

~~RESTRICTED~~

e. Assist the JIC by reviewing the papers prepared by JIC subcommittees.

f. Act for the JIC in delegated matters.

ORGANIZATION OF JIG AND DUTIES OF ITS MEMBERS

Let us look at a chart showing the Group organization to do this staff job.

(CHART II - JIG)

There is a civilian intelligence consultant who advises both the Director of the Joint Staff and the Deputy Director for Intelligence in intelligence matters. Not being subject to periodic change of station as are the military members of the Group he provides continuity in the intelligence work of the Group and assists in coordinating the estimates prepared by the several teams of the Group. He is often required to brief the Chairman of the Joint Chiefs of Staff and the Director of the Joint Staff as well as high level members of the office of the Secretary of Defense.

There are three Assistant Directors - one Army, one Navy and one Air Force. They are the principal advisers and assistants of the Deputy Director. The senior Assistant Director present for duty acts for the Deputy Director in his absence. They maintain close liaison with the service intelligence agencies and with other JCS agencies. They direct and coordinate the work of the Group as a whole, and each Assistant, acting on behalf of all three, coordinates and reviews the work of one or more teams as necessary; they review the final draft reports before these are circulated for JIC consideration or sent to other JCS agencies. They act on behalf of the JIC in matters which fall within the scope of established policies and in matters specifically delegated to the Joint Intelligence Group.

~~RESTRICTED~~

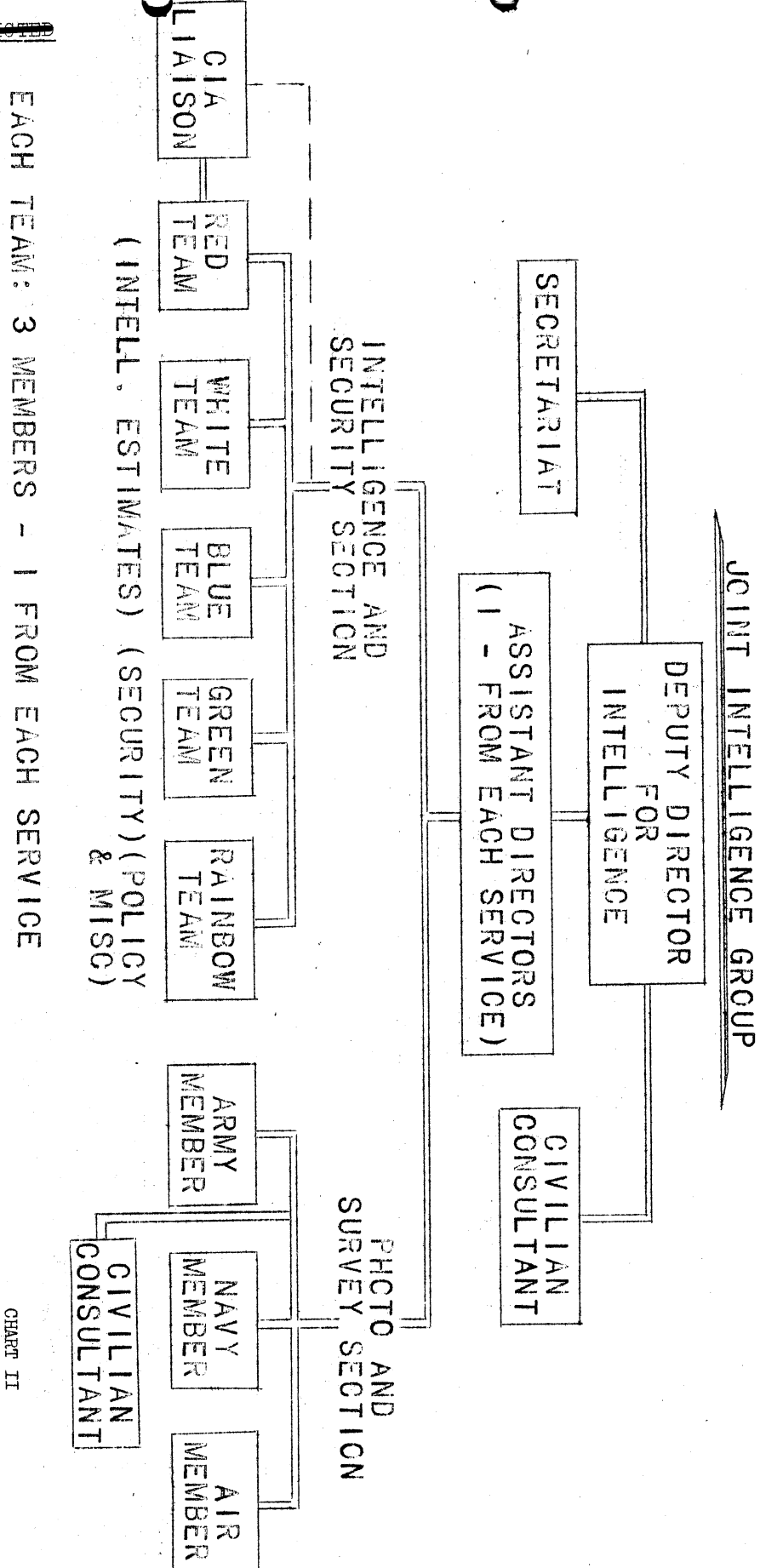


CHART II

~~RESTRICTED~~

Chiefs of Staff prior to the meeting of the Chiefs.

Liaison and a close working relationship between JIG and the Central Intelligence Agency is maintained and facilitated by having a CIA representative on duty with JIG. He arranges the procurement of CIA intelligence material required for joint intelligence estimates and studies, and participates in the preparation of such reports.

The JIG also has informal liaison with the Office of Intelligence and Research of the Department of State and receives many reports prepared by that office, and in turn has assisted that office by furnishing it military intelligence. However, the JIG normally makes its requests for political and economic intelligence to CIA.

By agreement, certain members of the Joint Logistics Plans Group are designated to effect liaison with specified teams of the Joint Intelligence Group, and meet with these teams in connection with problems of mutual interest. Close working relationship also exists between JIG and JSPG teams.

There are, of course, very close relations and almost daily contact between members of the Joint Intelligence Group and the three Service intelligence agencies.

(CHART III SHOWING JIC/JIG, CIA AND IAC RELATIONSHIP)

From the viewpoint of national intelligence, it should be recalled that the National Security Council is the highest advisory and policy forming body in our governmental structure and, as such, issues intelligence directives to the Central Intelligence Agency, which is subordinate to it. These directives govern the coordination of intelligence activities, not only of CIA but of the several departments and intelligence agencies - State, Army, Navy, Air, and also the FBI.

~~RESTRICTED~~

ORGANIZATION FOR NATIONAL & JOINT INTELLIGENCE

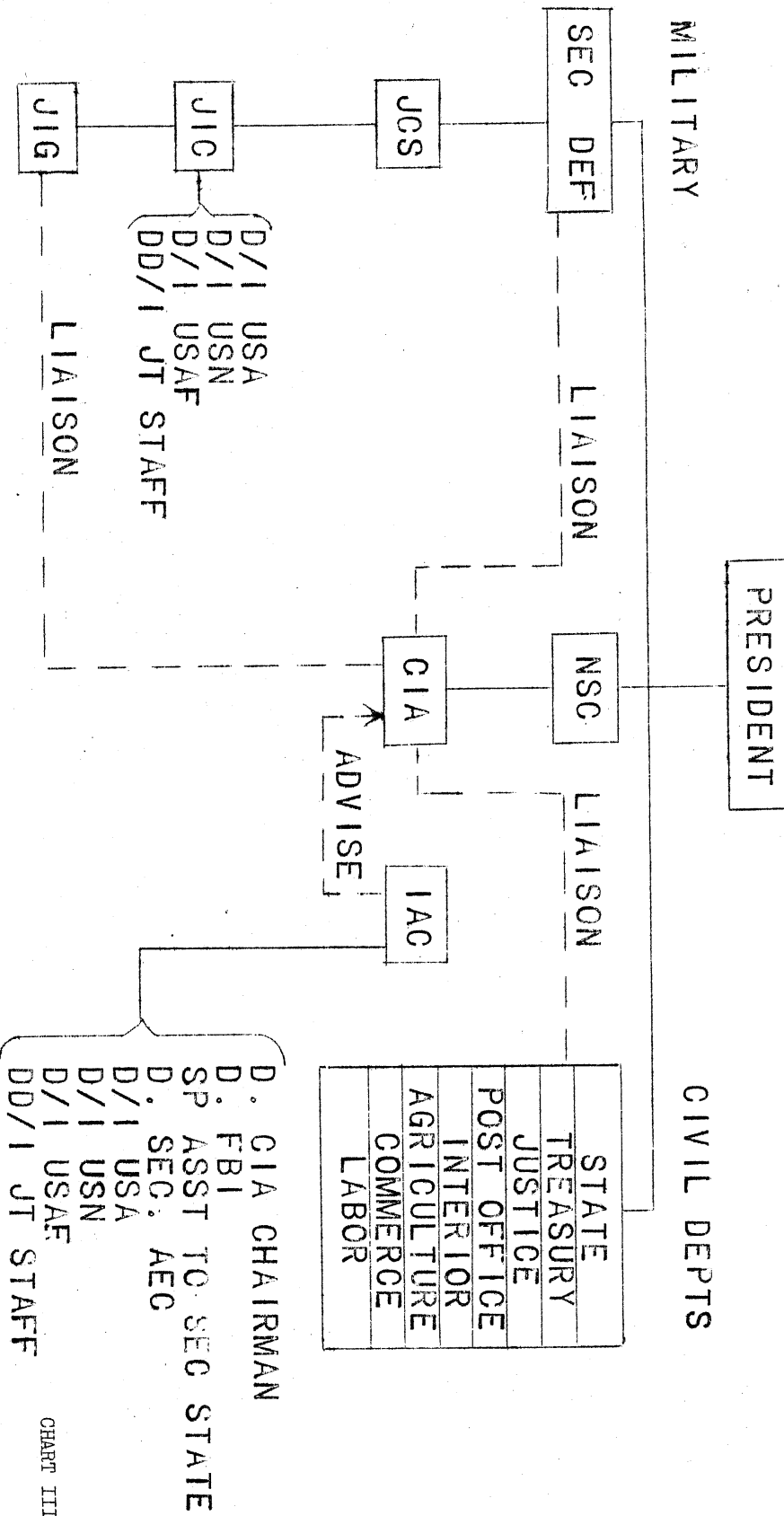


CHART III

~~RESTRICTED~~

I understand that the Director of CIA will address you later in the course, so I shall limit my remarks about CIA to the minimum necessary to show joint intelligence relations with that agency and what CIA contributes to joint planning.

The Director of CIA advises the NSC in matters bearing on such intelligence activities of the several government agencies as relate to national security and makes recommendations for coordination of such activities. To assist him in formulating recommendations to the NSC, the NSC created the Intelligence Advisory Committee known as the IAC. This IAC is composed of the Director of Central Intelligence as chairman, the special assistant to the Secretary of State for Research and Intelligence, the Directors of Army, Navy and Air Force Intelligence, the Director of Security of the Atomic Energy Commission, the Director of the Federal Bureau of Investigation and the Deputy Director for Intelligence of the Joint Staff.

On the basis of recommendations developed by the IAC, and forwarded by the Director of CIA to the NSC, the NSC has thus far issued 13 directives which assign certain responsibilities and authorities to the Director of Central Intelligence and to the other member agencies of the IAC, and which also provide for coordination of intelligence activities of the various intelligence agencies.

The IAC provides a round table where many intelligence matters of common interest may be discussed and ideas and views exchanged. All the JIC members are members of the IAC. Hence the JIG is also represented through its chief, the Deputy Director for Intelligence of the Joint Staff. The IAC has established various working level subcommittees which coordinate matters of common concern and prepare papers for IAC consideration. One of these subcommittees is the so-called Standing Committee. It has a representative of each of the IAC members. Thus it has a representative from JIG as well as from all the other agencies participating

~~RESTRICTED~~

in the IAC. The Standing Committee serves as a medium for obtaining on an informal working level, the agency views on matters of common concern before these matters are taken up formally in the IAC.

One of the 13 NSC intelligence directives which I mentioned a moment ago, defines the various types of intelligence such as "basic", "current", "staff", "departmental" and "national." It charges CIA with producing national and basic intelligence. It authorizes each of the service intelligence agencies (Army, Navy, Air) and the State Department to produce "staff" and "departmental" intelligence, as required for their respective needs. "National intelligence" is defined as integrated departmental intelligence that covers the broad aspects of national policy and national security, is of concern to more than one Department or Agency, and transcends the exclusive competence of a single Department or Agency or the Military Establishment.

NATIONAL INTELLIGENCE SURVEYS

The "basic intelligence" produced by CIA is contained in the National Intelligence Surveys (NIS). These NIS contain encyclopedic-type intelligence of a more or less permanent nature relating to the economic, political, sociological, scientific, geographical and transportation and military situations in any particular country or area. The NIS production program was begun in 1947 and absorbed the "Janis" program. The "Janis" - Joint Army-Navy Intelligence Studies - were basic intelligence studies on world areas of strategic importance and were produced during the war under JIC supervision. The Departmental Intelligence Agencies and other federal agencies contribute material for and assist in the production of these National Intelligence Surveys. There is a long-term program for completing a certain number each year. The Joint Staff indicates to CIA the desired pro-

~~RESTRICTED~~

~~RESTRICTED~~

duction priorities based on strategic planning needs, since it uses the surveys extensively, as do the Services, for both intelligence and planning purposes.

JOINT INTELLIGENCE REPORTS

A few minutes ago I mentioned national, departmental, staff and basic intelligence; there is one more commonly used term: Joint Intelligence. When we speak of joint intelligence estimates we refer to those estimates produced in JIG by integrating the contributions of Army, Navy and Air Force intelligence material as well as that of other agencies into one paper which receives joint agreement. When an estimate is agreed to only within the JIG, it is known as a JIG estimate. Such JIG estimates or JIG views often are requested by another Joint Staff group for working level use only. When the JIC approves an estimate it becomes a Joint Intelligence Committee estimate. Most of the estimates on the probable intentions, courses of action and capabilities and vulnerabilities of foreign powers under given assumptions are prepared by JIG for JIC consideration and become JIC estimates. Usually they are prepared in response to requests upon the JIC by the Joint Strategic Plans Committee (or Group), and by the Joint Logistics Plans Committee (or Group), which require the estimates as a basis for the plans that they prepare. In other words, the JCS planners are the principal customers of the JIC-JIG intelligence efforts.

From time to time the Secretary of Defense, the Munitions Board or the Research and Development Board present to the Joint Chiefs of Staff problems of an intelligence or security nature asking the views of the Chiefs. These problems are referred by the Secretary of the Joint Chiefs of Staff to the JIC for study and preparation of responses for consideration by the Joint Chiefs. Consequently the JIG as working staff of the JIC does the spade

~~RESTRICTED~~

~~RESTRICTED~~

work, obtains the service viewpoints, consults with other agencies and prepares for JIC consideration a draft response which, if approved by the JIC, goes to the Joint Chiefs of Staff for their consideration.

PROCEDURE IN PRODUCING A JOINT INTELLIGENCE ESTIMATE

Let us quickly trace the procedure in producing a joint intelligence estimate beginning with the receipt of a directive or request upon the JIC. The JIC/JIG secretary presents the directive or request to the assistant directors of JIG. They examine it to note the subject matter involved, decide whether it is a problem within the responsibilities of the intelligence agency of the Joint Chiefs of Staff, and then determine how the problem shall be handled. Usually they assign it to an appropriate team for necessary action. If preparation of an estimate is required, the task is assigned to the Red, White or Blue team, depending on which team can best handle it, considering its work load and the nature of the estimate required. Sometimes one of the other teams has to work on estimates. One member of the designated team either volunteers or is elected as steering member for the job of preparing the paper. He and his teammates examine and analyze the request, and often confer informally with the working level members of the agency making the request to clarify or amplify details. Then in most instances requests for intelligence material are prepared and transmitted to the appropriate agencies; that is, usually to Army, Navy and Air intelligence and to CIA. When contributions of intelligence material are received from the agencies, the material is used to prepare the joint estimate or report. In some instances the bulk of the intelligence information is already available in the JIG and only needs to be put together by the team in proper report form. When the integration of the intelligence material has been accomplished, the draft report may be sent to the

~~RESTRICTED~~

~~RESTRICTED~~

contributing agencies for comment on a working level. In other instances a meeting with agency representatives may be called to obtain their comments. After changes have been made, based on these comments, the paper is reviewed by the Assistant Directors and then after any further changes have been agreed upon, it is circulated formally to the JIC members (the agency chiefs) for consideration; that is, for their approval, disapproval or amendment. Some papers require discussion in a JIC meeting in order to settle controversial matters. Occasionally there is a divergence of views on part of a report which cannot be resolved, resulting in a "split" on that part of the report when it goes to the Joint Chiefs of Staff. As you readily recognize, a final agreed paper has been given a thorough review not only in the Joint Intelligence Group but by the staffs of each of the departmental JIC members.

As I said earlier, the Joint Strategic Plans Committee is the principal JCS agency for which we run our estimates factory. Estimates used as a basis for joint outline war plans are also furnished to the unified commands and major field commands for their use in preparing plans under the directives issued by the Joint Chiefs of Staff through the executive agents.

Before discussing other joint intelligence matters, I wish to reiterate that the intelligence agency of the Joint Chiefs of Staff exists solely to provide intelligence information and prepare joint intelligence estimates for the Joint Chiefs of Staff and their planning agencies, and to perform other intelligence and security functions relating to matters within JCS jurisdiction. The JIC is responsible to the Joint Chiefs for their intelligence requirements. The JIG with the assistance of the military and other intelligence agencies prepares this joint intelligence and other JIC papers. It also performs many working level intelligence tasks within the Joint Staff. The JIG is not an intelligence

~~RESTRICTED~~

~~RESTRICTED~~

collecting or disseminating agency. It has no field agencies and no personnel other than those mentioned earlier and secretarial and clerical personnel. Its duties do not duplicate those of the departmental agencies or CIA. It makes use of the intelligence material of those agencies to accomplish its mission for the Joint Chiefs of Staff and their supporting committees and groups.

DISSEMINATION OF INTELLIGENCE

Let us look for a moment at a chart which shows the flow of intelligence between the departmental intelligence agencies and to the JIG and the other users in the Departments of Defense and State and other agencies of the government. Perhaps it will illustrate the interrelationship and interdependence of the agencies involved, and also give you a better idea than my words may have given you how the intelligence agency of the Joint Chiefs of Staff fits into the national intelligence structure.

(CHART IV - INTELLIGENCE AGENCIES AND FLOW OF INTELLIGENCE)

I regret that this chart may look as complicated as the wiring diagram of a TV set. Actually it is rather simple. Please note the legend which shows by different type lines the different types of intelligence produced and disseminated by the various agencies. The dotted vertical lines at the bottom of the chart represent intelligence information that flows into the intelligence agencies - Army, Navy, Air Force, State, and CIA - from the intelligence collection agencies in the field, such as U. S. embassies, service attaches, and U. S. forces in occupied areas. This information is freely exchanged between the departmental agencies and CIA as shown by the horizontal dotted lines. Each agency processes its own departmental intelligence. This evaluated, finished, departmental intelligence is disseminated by each of the agencies to its own departmental users and also, as shown

~~RESTRICTED~~

DISSEMINATION OF INTELLIGENCE

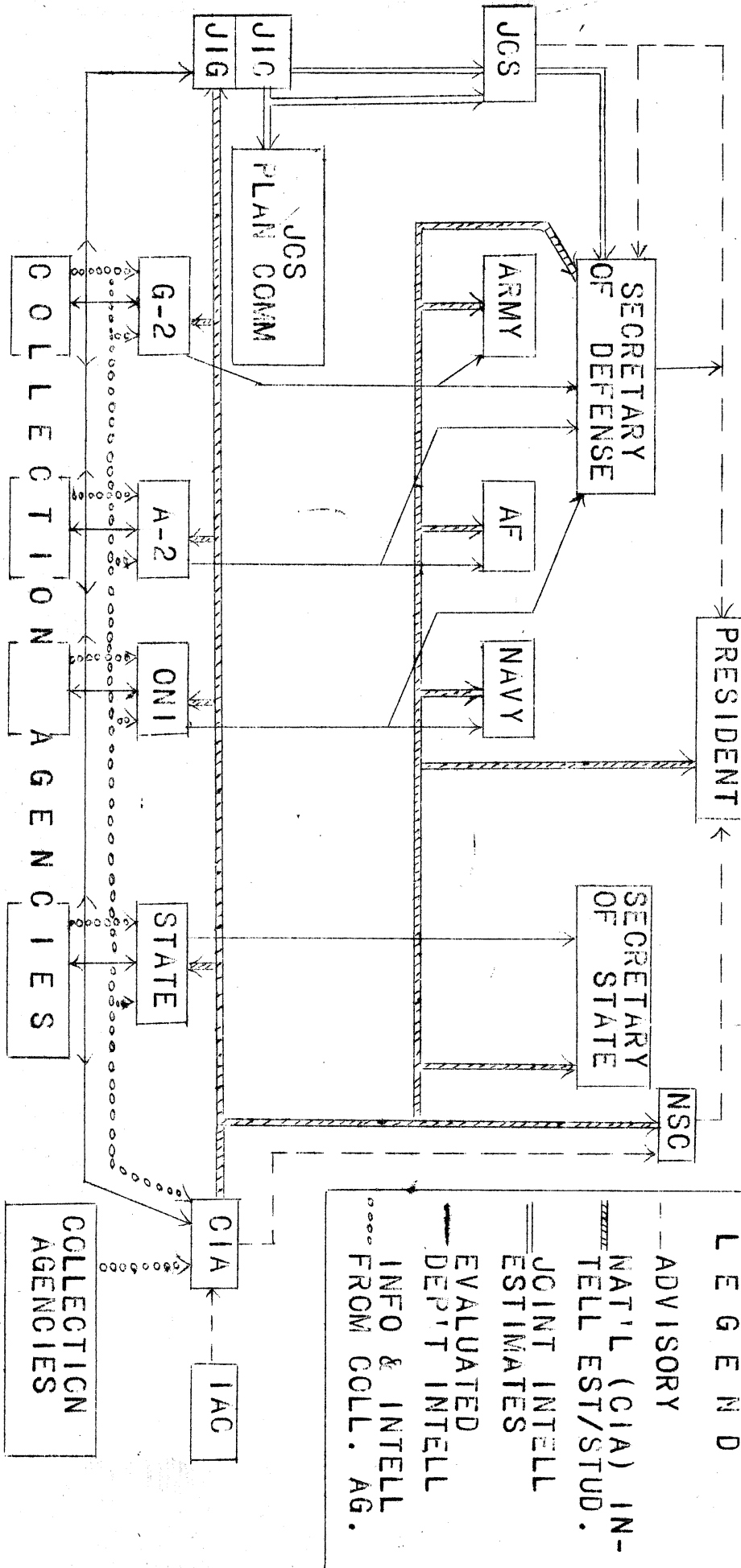


CHART IV

~~RESTRICTED~~

by the solid black flow lines, it is furnished to the other departments, to CIA, and to the Joint Intelligence Group. As you will note from the chart, the JIG ordinarily does not receive any of the huge number of intelligence reports from the field from which are produced the departmental finished intelligence reports and the basic intelligence data that goes into the National Intelligence Surveys (NIS). The double stippled lines show the "national intelligence" produced by CIA from the material of all agencies and disseminated to the President, the National Security Council, and appropriate government departments and agencies. JIG is one of the recipients of this intelligence.

Utilizing the intelligence material furnished by the collecting and evaluating agencies, the JIG prepares the specific intelligence estimates required by the Joint Chiefs of Staff and their planners. When approved by the JIC, these estimates go to the Joint Chiefs of Staff and their planning committees as indicated by the double flow lines. Of course the JIC member agencies receive copies. If the estimates are required by the unified commands for their planning purposes, the JIC member agencies would be the channel through which distribution would be made.

I understand that the current status of intelligence planning is an item of interest to you. Planning for intelligence collection efforts is outside the responsibilities of JIG and beyond the scope of my subject, so I shall only discuss the current status of intelligence planning in connection with U. S. strategic planning. As I mentioned earlier, the Joint Staff indicates to CIA the relative priorities by countries desired in the production of the National Intelligence Surveys, that is, from the viewpoint of joint strategic planning.

As for the planning of intelligence estimates needed for U.S. strategic planning, we base our efforts largely upon the guidance

~~RESTRICTED~~

~~RESTRICTED~~

furnished by the Strategic Plans Group. One of the recurring requirements is for a joint estimate of current capabilities, vulnerabilities and probable intentions of potential enemies and potential allies. Another requirement is for a long-range estimate. We know that the short-range estimate must be revised each year, or oftener, and such revisions have been made. Then too there is the Budget Advisory Committee of the Joint Chiefs of Staff which requires an intelligence estimate projected forward two to three years from the present in order to have intelligence guidance upon which budget planning can be based; a sort of mid-range estimate has been produced for this purpose.

It appears probable that the various planning requirements of the Joint Chiefs of Staff will require us to maintain a production or revision of three comprehensive joint estimates; one as to the current situation, one mid-range, and one long-range. Of course, numerous other estimates of diverse nature are being planned or are in process of preparation; some stem from the comprehensive estimates just mentioned; some are revisions of previous estimates; others are entirely new.

NATO PLANNING

For NATO planning purposes the Joint Intelligence Group and departmental intelligence agency representatives prepared a brief strategic intelligence guidance designed to be the U. S. proposal as to the guidance which the Standing Group of the North Atlantic Treaty Organization should send to the Regional Planning Groups. This brief was approved by the Joint Intelligence Committee and was coordinated with other agencies. It was then presented in an Ad Hoc Committee established by the Standing Group, consisting of U.S., British and French officers, and was considered along with the British and French proposals. The agreed paper of this committee was submitted to the Standing Group for its approval and

~~RESTRICTED~~

~~RESTRICTED~~

and for distribution by the Standing Group to the Regional Planning Groups to serve as their over-all intelligence guidance.

A more detailed intelligence brief also has been prepared for the use of U. S. representatives on the Regional Planning Groups of NATO in order to enable them to participate in the preparation of detailed intelligence estimates required as the basis for regional defense plans.

We foresee that there will be other joint intelligence jobs to be done for NATO.

In concluding this description of the Joint Intelligence Group, I have several general remarks to make. The Group is receiving excellent cooperation from all the departmental intelligence agencies and CIA, as well as from the rest of the Joint Staff. I have been in the Joint Intelligence Group since August 1947. During that time much improvement has been apparent in coordinated joint intelligence efforts; all agencies now work more closely, more harmoniously. Much duplication of effort has been eliminated. The Joint Intelligence Group is today participating far more in joint planning than at any time during the past three years. Our aim is to keep improving the reports we draft for the Joint Intelligence Committee and our other efforts for the Joint Chiefs of Staff.

~~RESTRICTED~~